STATE OF MICHIGAN / UASI

Integrated Preparedness Plan
2023-2025

Foreword

To achieve the goal of a safe, secure, and sustainable state, stakeholders provide valuable information to build the multi-year, Integrated Preparedness Plan (IPP) through completion of an Integrated Preparedness Plan Workshop (IPPW). The IPP provides the foundation for collaboration and partnerships in preparing for emergencies and disasters, and mitigation of future impacts. Priorities are established using participant input, hazard analysis, and multiple needs assessments. Outcomes from the IPPW include the updated, multi-year IPP, including the state training and exercise calendar, which captures all-hazards training and exercises. The state of Michigan coordinates planning, training, and exercising to strengthen the state's overall preparedness. Comprehensive preparedness activities provide the whole community with the knowledge, skills, and abilities needed to perform key tasks during an incident or event.

This annual IPP incorporates the IPPs of the Southeast Michigan Urban Area Security Initiative (UASI), including the City of Detroit and surrounding jurisdictions; the Michigan State Police, Emergency Management and Homeland Security Division (MSP/EMHSD), including the 2020-2025 State of Michigan Emergency Management and Homeland Security Strategic Plan; each of the eight Michigan regions; and other state of Michigan departments (as assigned by the Michigan Emergency Management Plan).

The most effective training and exercise programs focus their events on incident or event response plans and procedures. Therefore, it is imperative for training officers to ensure knowledge of organizational plans, industry best practices, and exercise or event after-action report findings. A thorough understanding of these aspects will aid in the development of timely, targeted, and useful training opportunities. The effectiveness of the plans and training is then tested through exercise of the plans and demonstration of the learned skills and abilities.

In an ongoing effort to provide effective homeland security exercise program support and guidance, the U.S. Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA) developed and maintains the Homeland Security Exercise and Evaluation Program (HSEEP). This program serves as a national model for exercise implementation at the state and local levels. The DHS is committed, under the HSEEP doctrine, to the implementation of a threat- and performance-based exercise program that includes a cycle, mix, and range of exercise activities of varying degrees of complexity and interaction.

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I. Purpose

The purpose of the State of Michigan (SOM)/UASI IPP 2023-2025 is to document an organization's overall preparedness activities and priorities for a specific multi-year period. The priorities are linked to corresponding capabilities and, if applicable, a rationale based on existing strategic guidance, threat assessments, after-action report/improvement plans (AAR/IP), or other factors. It is a living document updated and refined on an annual basis. Specifically, this document provides a roadmap for the SOM to follow in accomplishing state homeland security and emergency management priorities, goals, and objectives through performance-based initiatives using the guidance of HSEEP.

The IPP outlines the jurisdictions/organization's threats, hazards, and risks along with other internal and external factors that influence the preparedness priorities for the applicable multi-year cycle. Preparedness priorities, corresponding capabilities, and rationale (as needed) are included in the IPP, with multi-year calendars outlining all preparedness activities. Participation from the whole community ensures preparedness activities are included in the program's priorities.

Included in this plan are the current, three-year preparedness activities scheduled from January 2023 through December 2025.

II. Preparedness Activity Considerations

The MSP/EMHSD determined its preparedness priorities by participation from the whole community process and in listing the factors for consideration and subsequent decisions from the 2022 SOM IPPW.

Data collected for this IPPW was obtained from the Threat and Hazard Identification and Risk Assessment (THIRA) and Stakeholder Preparedness Review (SPR) reports, AARs, and IPs.

These documents formed the development of the priorities and aided in identifying the specific priorities for the period addressed in the IPP.

THIRA Assessments
The THIRA is a three-step risk assessment completed every three years. THIRA step one is the identification of threats and hazards affecting communities based on the three categories of man-made, natural, and technological, and then assigning to the corresponding mission areas. All five mission areas and all three categories must be identified. Communities consider if the threat or hazard is reasonably likely to affect the community and if the impact of the threat or hazard challenges at least one of the National Preparedness Goal's 32 core capabilities more than any other threat or hazard.

In THIRA step two, communities create context descriptions and estimate the impacts of the threats and hazards identified in step one. The context descriptions provide the information needed to identify the impacts a threat or hazard will have on a community and includes critical details, such as location, magnitude, and time of an incident. Communities also assess common emergency management metrics, such as number of affected populations, number of fatalities, and number of people requiring shelter. The THIRA process uses a uniform set of common metrics known as standardized impact language.

In THIRA step three, communities establish capability targets, which describe the level of capability a community plans to work toward achieving for each of the 32 core capabilities. To create a capability target, communities fill in the blanks within the standardized target language to show the level of capability they want to achieve. FEMA developed standardized target language for each capability based on previous THIRA targets submitted by communities, the National Planning Frameworks, the critical tasks in the Federal Interagency Operational Plans, and community and interagency feedback of the targets.

SPR Process
The SPR is an annual three-step self-assessment of a community's capability levels based on the capability targets identified in the THIRA.

The purpose of step one of the SPR is to assess and describe a community's current capability and how the capability has changed during the last year. This step determines five quantitative data-points identifying the community's beginning capability, loss of capability, capability sustained, capability built, and finally, the current capability. Capabilities are then identified based on each of the POETE (Planning, Organizing, Equipping, Training, and Exercising) areas in which they lost, sustained, and built capability, and free-text descriptions are developed that explain specific actions, investments, resources, or external factors that led to the changes in capability. Finally, SPR step one asks communities to rate the level of confidence in each capability from one to five with five being the highest confidence.

In SPR step two, communities describe the capability gap between the capability target they set in THIRA step three, and the current capability determined in SPR step one, and describe how they plan to address those capability gaps based on the relevant POETE area. A community has a capability gap if the current capability is less than the capability target. After identifying that capability gap, communities then assign a priority rating (high priority, medium priority, and low priority) to identify how important it is to achieve that capability target.

The purpose of step three of the SPR is to indicate the extent to which relevant funding sources, including, but not limited to, a community's own resources and federal and state grants, played a role in building and sustaining the capabilities assessed by the capability targets.

A complete list of national priorities and corresponding core capabilities and descriptions can be found in Appendices A and B.

Emergency Management Performance Grant
The Emergency Management Performance Grant (EMPG) provides state, local, tribal, and territorial emergency management agencies with the resources required for implementation of the National Preparedness System and works toward the National Preparedness Goal of a secure and resilient nation. The EMPG's allowable costs support efforts to build and sustain core capabilities across the prevention, protection, mitigation, response, and recovery mission areas.

Emergency Management Accreditation Program
The Emergency Management Accreditation Program (EMAP) is as an independent, non-profit organization that fosters excellence and accountability in emergency management and homeland security programs by establishing standards applied in a peer-reviewed process. The MSP/EMHSD has been accredited with EMAP since 2011.

AAR/IPs
Per the EMHSD-20 After-Action Reports and Improvement Planning Policy, the MSP/EMHSD creates AAR/IPs following sponsored exercises and actual events resulting in a State Emergency Operations Center (SEOC) activation. The AAR/IPs are reviewed to see if corrective action items and the corresponding capability gaps should be taken into consideration for the overall IPP.

III. Integrated Preparedness Plan Goals and Priorities

The objective for preparedness activities at the state and local level are derived from recent emergencies and disasters and are continually revised over time. At the national level, the National Preparedness Goal defines training and exercise priorities based on the core capabilities necessary to sustain the preparedness mission areas. Additional information on national preparedness can be found in Appendix A of this document.

The IPP combines efforts across the components of the Integrated Preparedness Cycle to ensure Michigan has the capabilities to handle threats and hazards. Through effective program management, each POETE activity becomes a supporting component of the larger preparedness priorities. These preparedness priorities help exercise planners design and develop a multi-year exercise program of individual exercises that can best utilize resources.

The following multi-year preparedness priorities were identified utilizing the most recent THIRA threats, capabilities, and findings from the 2022 IPPW.

- Dam Failure
- Operational Coordination
- Cyber Attacks
- Logistics and Supply Chain Management
- Community Resilience
- Radiological Emergency Preparedness
- Terrorism/Intentional Mass Violence Attacks

Dam Failure

Corresponding Capabilities
Operational Coordination, Operational Communications, Planning, Public Information and Warning, Mass Care, Housing, Fatality Management, Logistics and Supply Chain Management, Mass Search and Rescue Operations, Infrastructure Systems, Critical Transportation, Community Resilience, Situational Assessment; Public Health, Healthcare, and Emergency Medical Services, Health and Social Services; On-Scene Security, Protection, and Law Enforcement, Economic Recovery

Rationale
- Dam Failure was one of the threats identified in the most recent THIRA/SPR process.
- There were improvement plan items identified in the 2020 Statewide Flood Incident AAR/IP, which includes the SEOC's response to the Edenville and Sanford dam breaches.
- Corresponding capabilities, mass care, and housing were identified as one of the FY22 EMPG projects for the MSP/EMHSD. Preparedness activities for these capabilities also address concerns for the equity national priority.
- Corresponding capabilities, mass care, and housing were identified as major gaps in the most recent THIRA/SPR process.

Planning Factors
- The MSP/EMHSD will update the Michigan Hazard Analysis/Mitigation Plan in 2024 to be High Hazard Dam compliant.
- The Michigan Department of Environment, Great Lakes, and Energy (EGLE) will review the Dam Operator Emergency Plan when required.
- There will be internal assessments of Michigan Department of Natural Resources (MDNR) owned dams in early 2023.
- The MSP/EMHSD will update the Michigan Disaster Housing Strategy and the Evacuation/Mass Care Plan in early 2023.
- The Michigan Department of Health and Human Services (MDHHS) is updating their medical surge, pediatrics, burn surge, base emergency operations plan (EOP), medical countermeasures, and hospital preparedness plans in 2023.

Supporting Training
- MSP/EMHSD sponsored course: AWR 232 – Mass Fatalities Planning and Response for Rural Communities, February 15, 2023.
- MSP/EMHSD sponsored course: MGT 403 Underserved Populations Preparedness Planning for Rural Responders and Volunteers, April 12, 2023.
- The American Red Cross will sponsor mass care services training as needed in 2023. Training is offered in person and virtually through their learning management system, EDGE.

Supporting Exercises
- The MSP/EMHSD is sponsoring the 2023 Functional Exercise – Operation Swift Response on August 15, 2023.
  - Scenario: Sunny Day Failure of the Hardy Dam in Newaygo County, Michigan.
  - Exercise content in the series includes response, mass care, fatality management, housing, equity, and recovery.

Operational Coordination

Rationale
- Michigan is continuing to implement FEMA's National Qualification System (NQS), which is closely aligned with this core capability. Reference page eight for additional information.
- There were improvement items identified that were tied to this core capability in the following AAR/IPs: 2020 Statewide Flooding Incident, 2021 Rising Waters Statewide Exercise, 2021 Flat Rock Incident, 2021 Cybersecurity Functional Exercise, and the 2022 Gaylord Incident.

Planning Factors
- The MSP/EMHSD conducts annual SEOC position-specific procedures updates.
- The Michigan Emergency Management Plan (MEMP), which is maintained by the MSP/EMHSD, was updated at end of 2022.
- EGLE will update their annual EOPs in 2023.
- The MDNR will update their emergency management policy updates by January 16, 2023.
- The Michigan Department of Agricultural and Rural Development (MDARD) will update their Asian Longhorn Beetle Plan, Exotic Pest Plan, and Highly Pathogenic Avian Influenza Plan in 2023.

Organizing Factors
- The MSP/EMHSD performed a re-organization of the division by adding the Risk Reduction and Recovery Section.
- The Michigan Department of Civil Rights will create an American Sign Language strike team in 2023.

Supporting Training
- The MSP/EMHSD sponsored EMHSTC Course Catalog: all-hazard position specific courses, emergency management courses, Professional Emergency Manager courses.
- The MDNR is enhancing base-level National Incident Management System (NIMS) training for employees in 2023.
- The MSP/EMHSD will conduct an All-Hazard Incident Management Teams (AHIMT) callout process training in 2023.
- The MDARD is sponsoring a training ER-310 Food Safety Issues in Disasters in 2023.

Supporting Exercises
- The MSP/EMHSD will conduct an AHIMT callout process exercise and the alternate SEOC drill in 2023.
- The Michigan Department of Treasury (MDT) is conducting a Treasury Emergency Communications Center exercise in 2023.
- The MDHHS is participating in the federally hosted Bio Watch Exercise in 2023.

Cyber Attacks

Corresponding Capabilities
Cybersecurity, Operational Coordination, Planning, Operational Communications, Intelligence and Information Sharing, Screening, Search and Detection, Situational Assessment, Infrastructure Systems, Community Resilience, Public Information and Warning, Access Control and Identity Verification, Supply Chain Integrity and Security, Risk-Management for Protection Programs and Activities, Long-Term Vulnerability Reduction, Interdiction and Disruption, Physical Protective Measures.

Rationale
- Cyber Attacks was one of the top threats identified in the most recent THIRA/SPR process.
- There were improvement plan items identified in the 2021 Cybersecurity Functional Exercise AAR/IP.
- Cybersecurity was identified as one of the FY22 EMPG grant project priorities for the MSP/EMHSD.

Planning Factors
- The SOM has a statewide cyber security planning committee which oversees preparedness efforts, including developing a state cybersecurity plan.
- The MSP/EMHSD is working with the Michigan Department of Technology, Management and Budget (DTMB) on a cybersecurity preparedness grant.
- The DTMB is updating the SOM Cyber Disruption Response Plan in 2023.
- The MSP/EMHSD is including a cyber incident hazard-specific annex to local EOP templates.

Supporting Training
- The Governor's Office is hosting the annual Michigan Cyber Summit, October 2023

- MSP/EMHSD sponsored course: MGT-452 Physical and Cybersecurity for Critical Infrastructure, September 12, 2023.

Supporting Exercises
- The DTMB and MSP/EMHSD will sponsor the annual SOM Cybersecurity Exercise in November 2023.

Logistics and Supply Chain Management

Rationale
- There were improvement plan items identified in the 2022 Southeast Michigan Water Main Break AAR/IP that were tied with this core capability.
- This core capability was listed as one of the main priorities on the MSP/EMHSD FY21 EMPG project.
- Although the SOM COVID-19 AAR/IP is pending approval, there have been on-going state improvements and lessons learned already being implemented from the incident.

Planning Factors
- The MSP/EMHSD is updating emergency support function seven plans that include updates in logistics needs assessment, distribution management, resource management, mutual aid, and donations management in 2023.
- The MSP/EMHSD is updating the Emergency Management Assistance Compact (EMAC) plan in 2023.
- The MDHHS is updating the Medical Countermeasures Plan (which includes personal protection equipment and pharmaceuticals) in 2023.
- The MDARD is updating the National Veterinary Stockpile Plan in 2023.

Organizing Factors
- The MSP/EMHSD is adding additional EMAC Advance Team (A-Team) members in 2023.

Supporting Training
- The MSP/EMHSD is training new EMAC A-Team members in 2023.
- MSP/EMHSD sponsored courses: All-Hazards Position Specific Logistics Section Chief, and All-Hazards Position Specific Supply Unit Leader in 2023.

Supporting Exercises
- The MSP/EMHSD is sponsoring EMAC A-Team exercises in 2023.
- The MSP/EMHSD and MDARD are sponsoring mission ready packages workshops in 2023.

Community Resilience

Planning Factors
- The MSP/EMHSD will have an updated state Emergency Alert System (EAS) plan in early 2023.
- The MSP/EMHSD will update their Recovery Plan by the end of 2023.
- The MSP/EMHSD and EGLE will update the state Debris Management Plan in 2023.
- EGLE will update their EOP to include resource protection staff who will respond in the field to assess natural resource damages and flood elevation work as part of the National Flood Insurance Program.

Supporting Training
- The MSP/EMHSD sponsored annual conferences: Michigan's Statewide Interoperable Communications Conference, March 7-9, 2023; Hazardous Materials (HazMat) Responder Conference, April 17-19, 2023; and Campus Connections, October 2023.
- The American Red Cross is sponsoring their annual trainings, Prepare with Pedro and the Pillowcase Project, in 2023.
- The MSP/EMHSD course catalog includes Emergency Management, Incident Command System (ICS), and Hazardous Materials training. The MSP/EMHSD is also sponsoring the course L-210 Recovery from Disaster: The Local Community Role, June 12-15, 2023.

Supporting Exercises
- The annual Statewide Tornado Drill is being conducted March 22, 2023.
- The 2023 Functional Exercise – Operation Swift Response has all programs in region six participating.
- The 2024 Statewide Exercise: Local emergency management programs, state agencies, federal agencies, tribal territories, and private partners will be invited to participate.

Radiological Emergency Preparedness

Corresponding Capabilities
Operational Coordination, Operational Communications, Planning, Public Information and Warning, Mass Care, Environmental Response/Health and Safety, Logistics and Supply Chain Management, Infrastructure Systems, Critical Transportation, Long-Term Vulnerability Reduction, Community Resilience, Situational Assessment; Public Health, Healthcare, Emergency Medical Services, Health and Social Services, On-Scene Security, Protection, and Law Enforcement.

Rationale
- This threat was identified as one of the top priorities in the most recent THIRA/SPR process.
- The power plants, local jurisdictions where the plants are located, and the state need to conduct various preparedness activities, as outlined by the United States Nuclear Regulatory Commission, for the plants to be licensed and able to operate.

Planning Factors
- EGLE performs an annual review of nuclear plant response plans and assists local jurisdictions when needed.
- The MDNR's Parks and Recreation Division will update their internal response plans near nuclear power plants by January 13, 2023.

Supporting Exercises
- MSP/EMHSD Sponsored Exercises: DC Cook Drills One and Two, April 4 and 25, 2023; FEMA Graded Exercise, May 16, 2023.
- MSP/EMHSD Sponsored Exercises: Fermi II Drill One – July 30, Drill Two – August 13, FEMA Graded Exercise – August 27, 2024.
- MSP/EMHSD Sponsored Exercises: DC Cook Drill One – May 27, Drill Two – June 10, Radiological Emergency Preparedness Exercise – June 24, 2025.
- MSP/EMHSD Sponsored Exercises: Operation Cobalt Magnet Functional Exercise, March and April 2025.

Terrorism/Intentional Mass Violence Attacks

Corresponding Capabilities

Operational Coordination, Operational Communications, Intelligence and Information Sharing, Planning, Public Information and Warning, Environmental Response/Health and Safety, Logistics and Supply Chain Management, Infrastructure Systems, Critical Transportation, Community Resilience, Situational Assessment; Public Health, Healthcare, and Emergency Medical Services; Health and Social Services; On-Scene Security, Protection, and Law Enforcement; Natural and Cultural Resources, Fatality Management Services, Interdiction and Disruption, Access Control and Identity Verification, Physical Protective Measures.

Rationale
- This threat was identified as one of the top priorities in the most recent THIRA/SPR process.

Planning Factors
- The DNR is updating their customer service center safety plans by February 1, 2023.
- The MSP/EMHSD is planning to utilize Homeland Security Grant Program funds for the 2024 Statewide Exercise.

Supporting Training
- The MSP/EMHSD and MDHHS is sponsoring the annual Great Lakes Homeland Security Training Conference and Expo, May 9-11, 2023.
- The DNR is hosting an active shooter training, May 2023.

Supporting Exercises
- The MSP/EMHSD is sponsoring the 2024 Statewide Exercise in July 2024.
  - Scenario: Complex Coordinated Terrorist Attack
- The DNR is hosting active shooter seminars and workshops, May 2023.

IV. National Qualification Systems Implementation

FEMA was tasked with implementing six USC 320 Credentialing and Typing in the Post-Katrina Emergency Management Reform Act (PKEMRA) and developed the NQS. The NQS provides:

- Foundational guidelines for jurisdictions on the qualification of personnel resources within the NIMS.
- A common language and standardized approach for qualifying, certifying, and credentialing incident management and support personnel.
- Tools for jurisdictions and organizations to share resources seamlessly.

The ability to provide mutual aid accurately and rapidly is critical during disasters, but mutual aid partners often lack a common language and standardized approach to support the sharing of qualified personnel. Using the NQS ensures personnel deploying have demonstrated the minimum capabilities to perform the duties of their assigned incident roles.

The SOM began the implementation of the NQS starting in FY 2022. In FY 2022, planning, training, and exercise set the framework for the implementation of the NQS.

The SOM will continue the implementation of the NQS in FY 2023. In FY 2023, activities will include the following:

- Updates to the SEOC Training Plan to outline required training courses for incident workforce personnel. Incorporate EOC skillsets into appropriate SEOC position training plans.
- Timeline standards for completion and refresher training.
- Promote training opportunities for incident workforce personnel.
- Continue to promote the Michigan AHIMT Program for Type III designation for jurisdiction personnel and teams using NQS Position Task Books (PTB).

The state of Michigan will continue the implementation of the NQS in FY 2024. In FY 2024, activities will include the following:

- Continue the issuance of PTBs to AHIMT program participants.
- Determine the need and feasibility of PTBs at the EOC level. Develop proposal for implementation, if appropriate.
- Development of individual and team coach and evaluation processes.
- Design, develop, and conduct exercises, in accordance with the HSEEP, for incident workforce personnel.
- Promote training opportunities for incident workforce personnel.
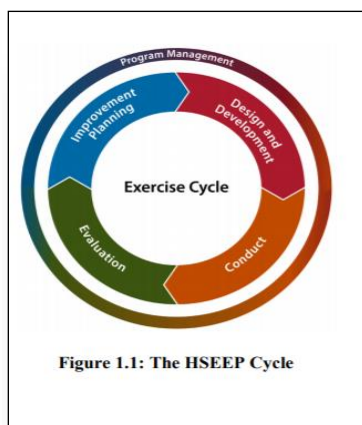
V. Exercise Methodology

The State Exercise Program, administered through the MSP/EMHSD, focuses the state exercise program on FEMA's HSEEP. To create an effective exercise program in the state, the exercise program reflects the guidance of the HSEEP, along with incorporation of the Michigan State Police Strategic Plan, state preparedness assessments, and state threat and hazard assessments.

Exercises are a key component of national preparedness. They provide the whole community with the opportunity to shape planning, assess and validate capabilities, and address areas for improvement. The HSEEP provides a set of guiding principles for exercise and evaluation programs, as well as a common approach to exercise program management, design and development, conduct, evaluation, and improvement planning.

Using the HSEEP, the whole community can develop, execute, and evaluate exercises that address the preparedness priorities. These priorities are informed by risk and capability assessments, findings, corrective actions from previous events, and external requirements.

These priorities guide the overall direction of an exercise program and the design and development of individual exercises. Priorities guide planners as they identify exercise objectives and align them to capabilities for evaluation during the exercise. Exercise evaluation assesses the ability to meet exercise objectives and capabilities by documenting strengths, areas for improvement, capability performance, and corrective actions in an AAR/IP. Through improvement planning, organizations take the corrective actions needed to improve plans, build and sustain capabilities, and maintain readiness.
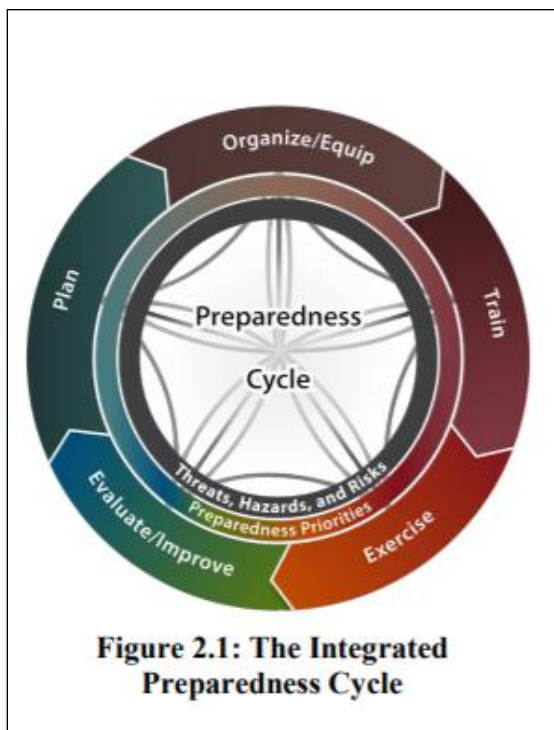
The HSEEP features a cyclical approach for exercise development to ensure each exercise is appropriately integrated into a total, sustainable preparedness program. As illustrated in the figure below, each IPP of the program allows for development, training, and improvement by the identification of lessons learned. In this way, jurisdictional programs can separately break down roles, responsibilities, and tasks at each level to better focus on the training gaps and exercise priorities. Refer to Figure 1.1: The HSEEP Cycle.
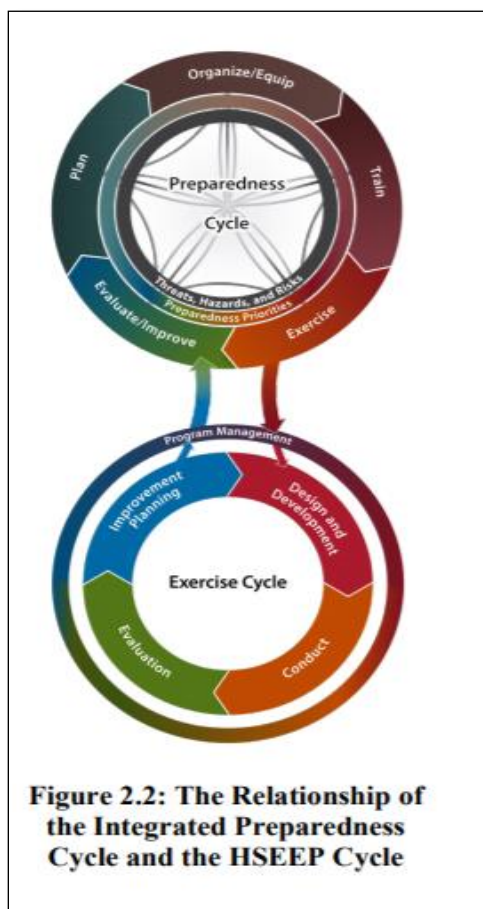

Figure 1.1: The HSEEP Cycle

As Michigan's exercise capabilities are enhanced, the design and complexity will also increase, testing multiple disciplines, interagency relationships, and allowing for significant learning opportunities that effectively complement and build upon each other. This rotation of increasingly complex, interwoven, exercise activity will help to ensure that exercise scope, scale, and intricacies are tailored to threat level and capabilities of the responding entity. As a result, response capabilities will continue to progress over time while maintaining a consistent, statewide exercise delivery methodology. By using the guidelines outlined in the HSEEP, exercises are developed using an approach that allows programs to develop and expand training and exercising towards a natural, more complex progression of events. In Michigan, threats, vulnerabilities, roles, responsibilities, and performance tasks are too varied, numerous, and complex to be effectively exercised within a single exercise design or event. Annually, analyses are performed by each jurisdiction within the state to identify their specific threats, hazards, and vulnerabilities. The THIRA helps the whole community understand its risks and estimate capability requirements. During the THIRA process, existing plans and objectives are evaluated, as well as relevant organizational experience. Training, exercises, and equipment purchases will be based upon these assessed threats, hazards, and vulnerabilities using a combination of scenario-and capability-driven platforms. Using the information identified through the THIRA, each jurisdiction is better able to establish the appropriate exercise complexity and determine the best exercise cycle starting point, thereby enhancing the likelihood of a successful exercise program.

As part of this cycle, Michigan will conduct annual exercises and training supporting the THIRA data. These events may be coordinated among the state's jurisdictions, other states, and/or federal agencies. Michigan's three-year approach is unique to each jurisdiction, taking into consideration the specific findings from each of the baseline assessments. A description of each of the various HSEEP exercise types, with defined scope and complexities, are delineated in Appendix C.

Michigan's training and exercise program managers understand the extent of preparedness activities that impact the state and allow for a more deliberate approach to multi-year preparedness activity planning. They use the Integrated Preparedness Cycle of planning, organizing/equipping, training, exercising, and evaluating/improving. A continuous process that ensures the regular examination of ever-changing threats, hazards, and risks. The Integrated Preparedness Cycle is a means to achieve whole community preparedness in a consistent and measurable way. Refer to Figure 2.1: The Integrated Preparedness Cycle.

Figure 2.1: The Integrated Preparedness Cycle

The exercise phase of the Integrated Preparedness Cycle is linked to the program management process and starts the design and development of individual exercises within the HSEEP. Multi-year preparedness priorities guide the exercise program to produce quality individual exercises. These individual exercises are used to build, sustain, and deliver capabilities. Through effective program management, each exercise becomes a supporting component of a larger exercise program and integrated preparedness with overarching priorities. Refer to Figure 2.2: The Relationship of the Integrated Preparedness Cycle and the HSEEP Cycle.

Figure 2.2: The Relationship of
the Integrated Preparedness
Cycle and the HSEEP Cycle

VI. Training Methodology

Training staff work closely with exercise developers to provide training that supports upcoming exercises. Using plans, policies, and procedures as guides, training is developed and scheduled that is timely, accurate, and in line with the objectives of upcoming exercises and events. The effectiveness of training and plans is evaluated as part of the exercise after-action report and improvement plan. Additional training is a primary way of helping solve any capability gaps. Annually, the state offers several different areas of training to include emergency management, hazardous materials, NIMS, and training through federal partners. Additional information on each program is available below.

The Michigan Emergency Management Training Program consists of two areas:

- **Emergency Management Training:** These emergency management courses are designed to provide timely information to the whole community regarding current events in the field. Additionally, these courses may provide further complex detail, building upon the foundations of emergency management provided by a Professional Emergency Manager (PEM) designation. They will often support, or are in response to, upcoming exercises, planned events, or changes in the field.

- **PEM Designation Program**: As required by Public Act 390 of 1976, as amended, and requested by the public safety community, the MSP/EMHSD maintains the PEM Program. The PEM designation provides a foundational level of knowledge and understanding of how emergency management principles function in the state of Michigan and how local, state, non-governmental organizations, and the federal government cooperate before, during, and after an emergency or disaster. Training consists of knowledge points across the five mission areas, defined by the National Preparedness System, utilizing both online and classroom formats. Upon completion of required courses and a comprehensive examination, students are awarded their PEM designation signifying they have an operational knowledge of the emergency management field. Refer to the [PEM Program Manual](#) for more details.

Hazardous Materials Training

The HazMat Training Program includes on-site training, conducted at the Emergency Management and Homeland Security Training Center's (EMHSTC) four-acre site in Lansing, and off-site courses held at a requestor facility. Most EMHSTC HazMat courses have an associated fee per student. Courses can be requested by both private and public sector for a determined number of students. Both on-site and off-site training includes multiple levels of training awareness, response, and refreshers. Several HazMat-related specialty programs can be customized with a bid provided upon request.

Additional topics regarding man-made threats related to Weapons of Mass Destruction (WMD), which include, but are not limited to, Chemical, Biological, Radiological, Nuclear, and Explosives (CBRNE), are offered at the EMHSTC.

NIMS Training

The Incident Command System Training program includes ICS 300 – Intermediate ICS for Expanding Incidents, ICS 400 – Advanced ICS for Command and General Staff, and on-demand offerings of other Incident Command training opportunities. The MSP/EMHSD is the administrative agency for all 300 and 400 level ICS courses delivered in Michigan.

Additionally, NIMS AHIMT training has been regularly added to the curriculum based on demand from local and state agencies.

Federal Training

The DHS's National Domestic Preparedness Consortium helps to prepare the whole community for an all-hazard event by the provision of emergency management, incident command, first responder, public health, and CBRNE. Training can be provided either as an in-state delivery or by offering first responders openings for in-resident training at a consortium school.

VII. Multi-Year Preparedness Schedule

The following schedules have been identified as published plans, projected trainings, exercises, and other preparedness activities for 2023-2025.

    A. Emergency Management and Homeland Security Division Publications List: https://www.michigan.gov/msp/divisions/emhsd/programs-and-publications/publications-list

    B. Emergency Management and Homeland Security Division Course Catalog: EMHSTC_Training_Catalog_597303_7.pdf (michigan.gov).

    C. State Exercise Calendar: https://www.michigan.gov/msp/-/media/Project/Websites/msp/EMHSD/Training_Exercise/State-Exercise-Calendar.pdf?rev=d0408e6acdff43a7a771d4f7011f67b7&hash=0F898F27EE125A39CA293C5249470705

    D. Local Training and Exercise Calendar: 2023-2025-EMD-006_IPPW-Calendar-Build.pdf (michigan.gov)

VIII. Summary

The state of Michigan is moving forward to better protect and prepare its citizens to respond to and recover from all types of disasters. Through the development of the state multi-year Integrated Preparedness Plan, Michigan is preparing the whole community by providing comprehensive preparedness initiatives throughout the state. As a result, Michigan is better equipped to serve as a nationwide model for domestic preparedness.

The IPP was developed in accordance with the standards and guidance set forth by the DHS/FEMA and will serve the state of Michigan in DHS/FEMA-sponsored preparedness activities for the next three years.

Appendix A: National Priorities

The overall National Preparedness Goal, published in September 2015 by the DHS, is to ensure: "*A secure and resilient nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk.*"

The following five preparedness mission areas have been established as national priorities by the National Preparedness Goal. The mission areas focus on the ability to provide or perform certain core capabilities which are based on locally specified threats, hazards, and risks.

1. **Prevention.** Prevent, avoid, or stop an imminent, threatened, or actual act of terrorism.

2. **Protection.** Protect our citizens, residents, visitors, and assets against the greatest threats and hazards in a manner that allows our interests, aspirations, and way of life to thrive.

3. **Mitigation.** Reduce the loss of life and property by lessening the impact of future disasters.

4. **Response.** Respond quickly to save lives, protect property and the environment, and meet basic human needs in the aftermath of a catastrophic incident.

5. **Recovery.** Recover through a focus on the timely restoration, strengthening, and revitalization of infrastructure, housing, and a sustainable economy, as well as the health, social, cultural, historic, and environmental fabric of communities affected by a catastrophic incident.

Appendix B: Core Capabilities

As part of Presidential Policy Directive-8, core capabilities were developed to realign with the five mission areas listed below. The previous target capabilities list was also redeveloped into new core capabilities. The core capabilities' definitions follow on the next several pages.

Prevention
Planning
Public Information and Warning
Operational Coordination
Forensics and Attribution
Intelligence and Information Sharing
Interdiction and Disruption
Screening, Search, and Detection

Protection
Planning
Public Information and Warning
Operational Coordination
Access Control and Identity Verification
Cyber Security
Intelligence and Information Sharing
Interdiction and Disruption
Physical Protective Measures
Risk Management for Protection Programs
  and Activates
Screening, Search, and Detection
Supply Chain Integrity and Security

Response
Planning
Public Information and Warning
Operational Coordination
Critical Transportation
Environmental Response/Health and Safety
Fatality Management Services
Fire Management and Suppression
Infrastructure Systems
Mass Care Services
Mass Search and Rescue Operations
On-scene Security and Protection
Operational Communication
Public and Private Services and Resources
Public Health and Medical Services
Situational Assessment

Mitigation
Planning
Public Information and Warning
Operational Coordination
Community Resilience
Long-Term Vulnerability Reduction
Risk and Disaster Resilience Assessment
Threats and Hazard Identification

Recovery
Planning
Public Information and Warning
Operational Coordination
Economic Recovery
Health and Social Services
Housing
Infrastructure System
Natural and Cultural Resources

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Access Control and Identity Verification: Apply a broad range of physical, technological, and cyber measures to control admittance to critical locations and systems, limiting access to authorized individuals to carry out legitimate activities. (Target Capability: None)

Community Resilience: Lead the integrated effort to recognize, understand, communicate, plan, and address risks so that the community can develop a set of actions to accomplish. (Target Capability: Community Preparedness and Participation)

Critical Transportation: Provide transportation (including infrastructure access and accessible transportation services) for response priority objectives, including evacuation of people and animals and the delivery of vital response personnel, equipment, and services into the affected area. (Target Capability: Citizen Evacuation and Shelter-in-Place)

Cyber Security: Protect against damage to, the unauthorized use of, and/or the exploitation of (and, if needed, the restoration of) electronic communications systems and services (and the information contained therein). (Target Capability: None)

Economic Recovery: Return economic business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in a sustainable and economically viable community. (Target Capability: Economic and Community Recovery)

Environmental Response/Health and Safety: Ensure the availability of guidance and resources to address all hazards, including hazardous materials, acts of terrorism, and natural disasters in support of the responder operations and the affected communities. (Target Capabilities: Environmental Health, Responder Safety and Health, WMD, and Hazardous Materials Response and Decontamination)

Fatality Management Services: Provide fatality management services, including body recovery and victim identification, working with state and local authorities to provide temporary mortuary solutions, sharing information with mass care services for the purpose of reunifying family members and caregivers with missing persons/remains, and provide counseling to the bereaved. (Target Capability: Fatality Management)

Forensics and Attribution: Conduct forensic analysis and attribute terrorist acts (including the means and methods of terrorism) to their source, to include forensic analysis, as well as attribution for an attack, and for the preparation for an attack in an effort to prevent initial or follow-on acts and/or swiftly develop counter-options. (Target Capability: None)

Fire Management and Suppression: Provide structural, wildland, and specialized firefighting capabilities to manage and suppress fires of all types, kinds, and complexities while protecting lives, property, and the environment in the affected area.

Health and Social Services: Restore and improve health and social service networks to promote the resilience, independence, health (including behavioral health), and well-being of the whole community. (Target Capability: None)

Housing: Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience. (Target Capability: None)

Infrastructure System: Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable resilient community. (Target Capabilities: Restoration of Lifelines, Structural Damage Assessment)

Intelligence and Information Sharing: Provide timely, accurate, and actionable information resulting from the planning, direction, collection, exploitation, processing, analysis, production, dissemination, evaluation, and feedback of available information concerning threats to the United States, its people, property, or interests; the development, proliferation, or use of WMDs; or any other matter bearing on U.S. national or homeland security by federal, state, local, and other stakeholders. Information sharing is the ability to exchange intelligence, information, data, or knowledge among federal, state, local, or private sector entities, as appropriate. (Target Capabilities: Information Gathering and Recognition of Indicators and Warnings, Intelligence Analysis and Production, Intelligence and Information Sharing and Dissemination)

Interdiction and Disruption: Delay, divert, intercept, halt, apprehend, or secure threats and/or hazards. (Target Capabilities: Counter-Terror Investigation and Law Enforcement)

Long-Term Vulnerability Reduction: Build and sustain resilient systems, communities, and critical infrastructure and key resources lifelines to reduce their vulnerability to natural, technological, and human-caused incidents by lessening the likelihood, severity, and duration of the adverse consequences related to these incidents. (Target Capabilities: None)

Mass Care Services: Provide life-sustaining services to the affected population with a focus on hydration, feeding, and shelter to those who have the most need, as well as support for reunifying families. (Target Capability: Mass Care)

Mass Search and Rescue Operations: Deliver traditional and atypical search and rescue capabilities, including personnel, services, animals, and assets to survivors in need, with the goal of saving the greatest number of endangered lives in the shortest time possible. (Target Capabilities: Search and Rescue)

Natural and Cultural Resources: Protect natural and cultural resources and historic properties though appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and best practices and in compliance with appropriate environmental and historical preservation laws and executive orders. (Target Capabilities: None)

On-Scene Security and Protection: Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas, and for all traditional and atypical response personnel engaged in lifesaving and life-sustaining operations. (Target Capabilities: Emergency Public Safety and Security Response, Explosive Device Response Operations)

Operational Communication: Ensure the capacity for timely communications in support of security, situational awareness, and operations, by any and all means available, among and between affected communities in the impact area and all response forces. (Target Capability: Communication)

Operational Coordination: Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities. (Target Capabilities: Emergency Operations Center (EOC) Management, On-Site Incident Management)

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Physical Protective Measures: Reduce or mitigate risks, including actions targeted at threats, vulnerabilities, and/or consequences, by protecting borders, critical infrastructure, and the homeland. (Target Capability: Infrastructure Protection)

Planning: Conduct a systematic process engaging the whole community, as appropriate, in the development of executable strategic, operational, and/or community-based approaches to meet defined objectives. (Target Capability: Planning)

Public and Private Services and Resources: Provide essential public and private services and resources to the affected population and surrounding communities, to include emergency power to critical facilities, fuel support for emergency responders, and access to community staples, fire, and other first response services. (Target Capability: Critical Resource Logistics and Distribution, Fire Incident Response Support)

Public Health and Medical Services: Provide lifesaving medical treatment, via emergency medical services and related operations, and avoid additional disease and injury by providing targeted public health and medical support and products to all people in need within the affected area. (Target Capabilities: Emergency Triage and Pre-Hospital Treatment, Epidemiological Surveillance and Investigation, Isolation and Quarantine, Laboratory Testing, Mass Prophylaxis, Medical Supplies Management and Distribution, Medical Surge)

Public Information and Warning: Deliver coordinated, prompt, reliable, and actionable information to the whole community using clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as appropriate, the actions being taken, and the assistance being made available. (Target Capabilities: Emergency Public Information and Warning)

Risk and Disaster Resilience Assessment: Assess risk and disaster resilience so that decision makers, responders, and community members can take informed actions to reduce their entity's risk and increase their resilience. (Target Capability: None)

Risk Management for Protection Programs and Activities: Identify, assess, and prioritize risks to inform protection activities and investments. (Target Capability: Risk Management)

Screening, Search, and Detection: Identify, discover, or locate threats and/or hazards through active and passive surveillance and search procedures. This may include the use of systematic examinations and assessments, sensor technologies, or physical investigations and intelligence. (Target Capabilities: CBRNE Detection)

Situational Assessment: Provide all decision makers with decision-relevant information regarding the nature and extent of the hazard, any cascading effects, and the status of the response. (Target Capabilities: None)

Supply Chain Integrity and Security: Strengthen the security and resilience of the supply chain. (Target Capabilities: Food and Agriculture Safety and Defense, Animal Disease Emergency Support)

Threats and Hazard Identification: Identify the threats and hazards that occur in the geographic area; determine the frequency and magnitude; and incorporate this into analysis and planning processes to clearly understand the needs of a community or entity.

Appendix C: Exercise Types

I.   Discussion-Based Exercises

Discussion-based exercises include seminars, workshops, tabletop exercises (TTXs), and games. These types of exercises typically highlight existing plans, policies, mutual aid agreements (MAAs), and procedures; thus, they are exceptional tools for familiarizing agencies and personnel with current or expected jurisdictional capabilities. Discussion-based exercises typically focus on strategic, policy-oriented issues; operations-based exercises focus more on tactical, response-related issues. Facilitators and/or presenters usually lead the discussion, keeping participants on track while meeting the objectives of the exercise.

Seminars

Seminars are generally used to orient participants to, or provide an overview of, authorities, strategies, plans, policies, procedures, protocols, response resources, or concepts and ideas. Seminars provide a good starting point for jurisdictions that are developing or making major changes to their plans and procedures. They offer the following attributes:

- Informal discussions led by a seminar leader.
- Lack of time constraints caused by real-time portrayal of events.
- Low-stress environment employing a number of instruction techniques, such as lectures.
- Multimedia presentations, panel discussions, case study discussions, expert testimony, and decision support tools.
- Proven effectiveness with both small and large groups.

Workshops

Although similar to seminars, workshops differ in two important aspects—participant interaction is increased, and the focus is on achieving or building a product (such as a plan or a policy). Workshops provide an ideal forum for the following:

- Building teams.
- Collecting or sharing information.
- Obtaining consensus.
- Obtaining new or different perspectives.
- Problem solving of complex issues.
- Testing new ideas, processes, or procedures.
- Training groups in coordinated activities.

In conjunction with exercise development, workshops are most useful in achieving specific aspects of exercise design, such as the following:

- Determining evaluation elements and standards of performance.
- Determining program or exercise objectives.
- Developing exercise scenario and key events listings.

A workshop may be used to produce new Standard Operating Procedures (SOPs), Emergency Operations Plans (EOPs), MAAs, IPPs, and Improvement Plans (IPs). To be effective, workshops must be highly focused on a specific issue, and the desired outcome or goal must be clearly defined. Potential, relevant topics and goals are numerous, but all workshops share the following common attributes:

- Effective with both small and large groups.
- Facilitated, working breakout sessions.
- Goals oriented toward an identifiable product.
- Information conveyed employing different instructional techniques.
- Lack of time constraint from real-time portrayal of events.
- Low-stress environment.
- No-fault forum.
- Plenary discussions led by a workshop leader.

Tabletop Exercises (TTXs)

TTXs involve senior staff, elected or appointed officials, or other key personnel in an informal setting, discussing simulated situations. This type of exercise is intended to stimulate discussion of various issues regarding a hypothetical situation. It can be used to assess plans, policies, and procedures or to assess types of systems needed to guide the prevention of, response to, and recovery from a defined incident. TTXs are typically aimed at facilitating understanding of concepts, identifying strengths and shortfalls, and/or achieving a change in attitude. Participants are encouraged to discuss issues in-depth and develop decisions through slow-paced problem solving rather than the rapid, spontaneous decision-making that occurs under actual or simulated emergency conditions.

In contrast to the scale and cost of operations-based exercises and games, TTXs can be a cost-effective tool when used in conjunction with more complex exercises. The effectiveness of a TTX is derived from the energetic involvement of participants and their assessment of recommended revisions to current policies, procedures, and plans.

TTX methods are divided into two categories–basic and advanced. In a basic TTX, the scene set by the scenario materials remains constant. It describes an event or emergency incident and brings discussion participants up to the simulated present time. Players apply their knowledge and skills to a list of problems presented by the facilitator. Problems are discussed as a group, and resolution is generally agreed upon and summarized by the facilitator. In an advanced TTX, play focuses on delivery of pre-scripted messages to players that alter the original scenario. The exercise facilitator usually introduces problems one at a time in the form of a written message, simulated telephone call, videotape, or other means. Participants discuss the issues raised by the problem using appropriate plans and procedures. TTX attributes may include the following:

- Achieving limited or specific objectives.
- Assessing interagency coordination.
- Conducting a specific case study.
- Examining personnel contingencies.
- Familiarizing senior officials with a situation.

- Participating in information sharing.
- Practicing group problem-solving.
- Testing group message interpretation.

II.   Operations-Based Exercises

Operations-based exercises represent the next iteration of the exercise cycle. They are used to validate the plans, policies, agreements, and procedures solidified in discussion-based exercises. Operations-based exercises include drills, functional exercises (FEs), and full-scale exercises (FSEs). They can clarify roles and responsibilities, identify gaps in resources needed to implement plans and procedures, and improve individual and team performance. Operations-based exercises are characterized by actual response, mobilization of apparatus and resources, and commitment of personnel, usually over an extended period.

Drills

A drill is a coordinated, supervised activity usually used to test a single specific operation or function in a single agency. Drills are commonly used to provide training on new equipment, develop or test new policies or procedures, or practice and maintain current skills. Typical attributes include the following:

- A narrow focus measured against established standards.
- Instant feedback.
- Performance in isolation.
- Realistic environment.

Functional Exercises

The FE is designed to test and evaluate individual capabilities, multiple functions or activities within a function, or interdependent groups of functions. FEs are generally focused on exercising the plans, policies, procedures, and staffs of the direction and control nodes of the Incident Command System (ICS) and Unified Command. Generally, incidents are projected through an exercise scenario with event updates that drive activity at the management level. Movement of personnel and equipment is simulated.

The objective of the FE is to execute specific plans and procedures and apply established policies, plans, and procedures under crisis conditions, within or by particular function teams. An FE simulates the reality of operations in a functional area by presenting complex and realistic problems that require rapid and effective responses by trained personnel in a highly stressful environment. Attributes of an FE include the following:

- Evaluating EOCs, headquarters, and staff.
- Evaluating functions.
- Examining inter-jurisdictional relationships.
- Measuring resource adequacy.
- Reinforcing established policies and procedures.

Full-Scale Exercises

The FSE is the most complex in the exercise cycle. FSEs are multi-agency, multi-jurisdictional exercises that test many facets of emergency response and recovery. They include many first responders operating under the ICS or UC to respond effectively and efficiently. A FSE focuses on implementing and analyzing the plans, policies, and procedures developed in discussion-based exercises. The events are projected through a scripted exercise scenario with built-in flexibility to allow updates to drive activity. It is conducted in a real-time, stressful environment that closely mirrors a real incident. First responders and resources are mobilized and deployed to the scene where they conduct their actions as if a real incident had occurred (with minor exceptions). The FSE simulates the reality of operations in multiple functional areas by presenting complex and realistic problems requiring critical thinking, rapid problem solving, and effective responses by trained personnel in a highly stressful environment. Other entities that are not involved in the exercise, but that would be involved in an actual incident, should be simulated.

A FSE provides an opportunity to execute plans, procedures, and MAAs in response to a simulated live incident in a highly stressful environment. Typical FSE attributes include the following:

- Activating personnel and equipment.
- Allocating resources and personnel.
- Analyzing memoranda of understanding, SOPs, plans, and policies.
- Assessing equipment capabilities.
- Assessing inter-jurisdictional cooperation.
- Assessing organizational and individual performance.
- Demonstrating interagency cooperation.
- Exercising public information systems.
- Testing communications systems and procedures.

The level of support needed to conduct a FSE is greater than needed during other types of exercises. The exercise site is usually extensive with complex site logistics. Food and water should be supplied to participants and volunteers. Safety issues, including those surrounding the use of props and special effects, must be monitored. FSE controllers ensure that participants' behavior remains within pre-defined boundaries. Simulation Cell controllers continuously inject scenario elements to simulate real events. Evaluators observe behaviors and compare them against established plans, policies, procedures, and standard practices (if applicable). Safety controllers ensure all activity is executed within a safe environment.

Appendix D: Acronym List

AAR/IP	After-Action Report/Improvement Plan
AHIMT	All-Hazards Position-Specific Incident Management Team
A-Team	Advance Team
CBRNE	Chemical, Biological, Radiological, Nuclear, and Explosives
DHS	U.S. Department of Homeland Security
EAS	Emergency Alert System
EGLE	Environment, Great Lakes, and Energy
EMAC	Emergency Management Assistance Compact
EMAP	Emergency Management Accreditation Program
EMHSD	Emergency Management and Homeland Security Division
EMHSTC	Emergency Management and Homeland Security Training Center
EMPG	Emergency Management Performance Grant
EOC	Emergency Operations Center
EOP	Emergency Operations Plans
FE	Functional Exercise
FEMA	Federal Emergency Management Agency
FSE	Full-Scale Exercise
HazMat	Hazardous Materials
HSEEP	Homeland Security Exercise and Evaluation Program
ICS	Incident Command System
IPP	Integrated Preparedness Plan
IPPW	Integrated Preparedness Planning Workshop
MAA	Mutual Aid Agreement
MDARD	Michigan Department of Agriculture and Rural Development
MDHHS	Michigan Department of Health and Human Services
MDNR	Michigan Department of Natural Resources
MDT	Michigan Department of Treasury
MDTMB	Michigan Department of Technology, Management and Budget
MSP	Michigan State Police
NIMS	National Incident Management System
NQS	National Qualification System
PEM	Professional Emergency Manager

PKEMRA	Post-Katrina Emergency Management Reform Act
POETE	Planning, Organizing, Equipping, Training, and Exercising
PTB	Position Task Books
SEOC	State Emergency Operations Center
SOM	State of Michigan
SOP	Standard Operating Procedures
SPR	Stakeholder Preparedness Review
THIRA	Threat and Hazard Identification and Risk Assessment
TTX	Tabletop Exercise
UASI	Urban Area Security Initiative
UC	Unified Command
WMD	Weapons of Mass Destruction